1. INTRODUCTION

The Minister, Honourable Oscar Lathlin, since being appointed as Minister of Conservation, has been briefed and has reviewed the employment statistics for Aboriginal people within the Department. He continues to have serious concerns regarding the insignificant number of Aboriginal people that are employed full-time in the Department.

Although the latest statistics (March 31, 2000) indicate that there are 14.42% Aboriginal people employed in the Department, these include seasonal and part-time employment. The report from March 31, 2000 indicates that there are 939 full-time departmental employees, of which 39, or 4% of the total, are Aboriginal. While it is recognized that the management responsible for employment equity, including Aboriginal employment, have made some strides towards an increase, there is a need to put in place some additional initiatives and programs to allow for a greater increase. We should recognize that, in 1985, the Department of Natural Resources had a total of 1047 full-time employees, of which only .09% was Aboriginal.

Mr. Lathlin, as a previous employee of the Federal Government, has had personal experience in Aboriginal employment and employment equity. He knows that with special effort and approach, greater success could be achieved. It is therefore important that this strategy has doable goals, realistic objectives, and is results oriented.

It is important to heed the upcoming demographic changes as they relate to potential Aboriginal employees. By the year 2016, the

Aboriginal population is expected to increase by 56%, and according to the 1997 report "Putting Equity to Work", every 4 persons entering the labour force, will be Aboriginal by the year 2000. Therefore, the Department must make an absolute commitment to do its share of employing Aboriginal people in technical, middle, and senior management. As the population increases, the demand for resource services will increase, and the most effective interaction will be with those Aboriginal employees who have authority, and who are employed in the regional offices.

2. BACKGROUND

In 1983, the Government of Manitoba established the employment equity policy in order to create a civil service that is representative at all levels of the four designated groups. The employment equity program was intended to remove discriminatory barriers and ensure equality of treatment within the civil service.

Percentages were established for each group to be achieved by the year 2003, including a 10% goal for Aboriginals overall within the government.

The latest report (March 31, 1999) of the employment equity program indicates that 1068 Aboriginal persons are employed by government departments, or 7.3% of the total work force of 14,622. Attachments 'A', 'B', and 'C' are included for reference.

Northern Affairs appears to have met and exceeded their goal, and is currently at 32%. The numbers for the distribution and classification of these jobs are not available. The assumption is that these numbers include those clerks and administrative support staff

employed in the northern affairs communities. All other departments are below the requirement under the employment equity policy. It should be noted, those departments with large numbers of Aboriginal clients, such as Justice; Health; Highways and Transportation; Culture, Heritage and Citizenship; Education and Training; as well as the Department of Conservation, are becoming more aggressive in their outreach and recruitment process as reported by the Human Resource directors.

The Government of Manitoba, through the leadership of the Civil Service Commission, has provided the necessary tools, support, and assistance for departments to establish appropriate programs, which will allow them to achieve their goals. These support mechanisms include the following: policies, Aboriginal Advisory Committee, AMDD, APAP, and Equity Program Services of the CSC.

2.1 Purpose

Principles & Policies for Managing Human Resources is designed to:

- Provide an enabling set of standards to guide managers in making decisions about managing the people in their organizations.
- Provide a source for all corporate policies related to human resource management.
- Provide managers with a principles-based approach to managing people.
- Guide human resource professionals in advising managers.

- Human resource management includes broad managerial functions related to directing organizations: human resource planning, organization design, and organization development and employment equity. It also includes functions related to managing employees: staffing, classifications, compensation, labour relations, and training.

2.2 Legislative Framework

The primary legislative framework for human resource management in government is The Civil Service Act. The underlying legislative framework, which is paramount to The Civil Service Act, includes:

- The Canadian Charter of Rights and Freedoms, which guarantees equality and mobility rights and freedom from unreasonable discrimination.
- The Manitoba Human Rights Code, which prohibits unreasonable discrimination on matters relating to employment. The Code prohibits systemic discrimination and requires managers to make reasonable accommodation of differences related to <characteristics prohibited by the Code>. It explicitly allows for Employment Equity programs.

Other legislation, which impacts on human resource management:

- The Employment Standards Act sets out minimum working conditions for all individuals employed in Manitoba.
- The Labour Relations Act promotes fair labour practices.
- The Personal Investigations Act establishes requirements for consent and disclosure in investigations related to employment.
- The Freedom of Information Act provides individuals with rights to access information about themselves and government administration, except in specified situations.
- The Civil Service Superannuation Act
- The Workers' Compensation Act
- The Workplace Safety and Health Acts

In addition, some employees are governed by applicable collective agreements, which outline the terms and conditions of employment. The Regulation respecting Conditions of Employment under The Civil Service Act, outlines the terms and conditions of employment for employees outside a bargaining unit.

2.3 Accountability - Roles and Responsibilities

PARTNERS	ROLES AND RESPONSIBILITIES
Civil Service Commission Board	Accountable for executive leadership and corporate results by: • setting corporate policy direction • evaluating department results • reporting to the Government
Deputy Ministers	Accountable for department results

	by: • authorizing the Department's Employment Equity Plan • communicating corporate commitment to Employment Equity • assigning responsibility for implementation • ensuring resources levels are appropriate • evaluating the performance of managers on results achieved.
Managers	Accountable for implementing the Department's Employment Equity Plan by: • integrating equity into operational plans • setting goals and action planning for the unit(s) supervised • informing staff of departmental commitment to employment equity. • applying the equity principle to all human resource decisions • building a respectful work environment that is free of harassment • making job accommodation • evaluating the performance of supervisors on results
Employment Equity Coordinator*	Responsible for program coordination by: • providing leadership to department initiatives, consulting with managers • compiling and analyzing labour force and workforce data • monitoring progress

- providing staff support to the Employment Equity Committee

Human Resource Professional	Responsible for management support by: • advancing the goals and principles of employment equity in all aspects of their work • ensuring the equity principle is applied to all human resource decisions • assisting managers in planning and implementing the Department's plan
Civil Service Commission	Responsible for corporate program leadership by: • developing supporting policies and guidelines • monitoring data, assessing effectiveness and reporting results • designing and delivering education / training courses • managing corporate communications • providing consultation and support services • preparing an annual Employment Equity Report

***Employment Equity Coordinator**
Barbara Levesque-Klym
Manitoba Department of

***Aboriginal Employment Professional**
- assists with the existing employment equity thrust

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for Aboriginal people in the Department.
- aggressive outreach to find suitable candidates for employment in the Department
- participates on all screening and selection committees
- determines suitable training programs for Aboriginal trainees through colleges and other training institutions

*I have added the need for an Aboriginal Employment professional for the Department of Conservation. More details are provided in the strategy.

2.4 The Aboriginal management Development Project

According to statistics provided by the Civil Service Commission, this appears to be a successful program. It has been reported that the Department of Conservation has participated in this program for 3 of the trainees. The graduates of this program include 2 employed in the Department as CO2 and CO3, and 1 is employed in private industry.

3. SUMMARY

- This strategy is for the Department of Conservation and is not intended to compete with or replace any programs, which currently exist. The Department should continue to make every effort to achieve their goals, including all of those that reflect the Aboriginal section of the employment equity program.

- A more aggressive approach may be required regarding in-house training, initiatives, and promotions in order to retain and eventually employ a greater number of Aboriginal people in middle and senior management.
- The statistics on annual salary levels for Aboriginal people (Appendix 'D') indicates that most are employed in the lower levels. A large number of the Aboriginal employees are in the 20,000–30,000-salary range, the numbers appear to indicate that a larger number of Aboriginal employees are in this category compared to others. However, within the 35,000–50,000-salary range, it is assumed that this represents the management level, the numbers begin to decline. This clearly indicates that not many Aboriginal managers are employed in government.

4. THE STRATEGY

4.1 The Goal

The Minister is committed and has given direction that an appropriate level of Aboriginal employment will be established and achieved within the Department. The Deputy Minister, the Assistant Deputy Ministers, and other managers will be accountable, as defined in the Roles & Responsibilities.

4.2 The Principles and Guidelines

- Commitment at all levels to reduce barriers, which may prevent the Department from establishing and maintaining programs that will increase Aboriginal employment at various levels, including management.
- An aggressive outreach program to ensure all potential trainees or employees have detailed information to ensure

understanding of the opportunity and the attractiveness of becoming a career civil servant. To simply post opportunities in newspapers and brochures often does not get the message across. There needs to be more personal contact with those who may be interested.

- Traditional values must be respected. This may mean work schedule flexibility, establishing performance indicators to allow the managers and the employees to plan together. This principle allows for traditional pursuits and provides the time for ensuring the necessary family connections are maintained.
- The employees of the Department, at all levels, must ensure that they are considered as partners with the Aboriginal organizations, and that every effort is made to consult, particularly with the Elders, on all aspects of the Department including the Aboriginal employment program. This includes opportunities for joint initiatives, such as the local advisory councils. It is suggested that these joint or partnership initiatives must be true with values that are equal for both sides. This is a reference to potential employment partnership agreements with Aboriginal communities and organizations.

4.3 Program Initiatives (3 Years)

4.3.1 Aboriginal Employment Professional

Statistics indicate that where the employing authority employs an Aboriginal Employment Professional, more

success is realized in a shorter time frame. Although the Department has an Employment Equity Coordinator as well as other human resource professionals, it is recommended that an Aboriginal Employment Professional be recruited immediately.

4.3.2 AMDP / CAP / APAP

The general program for the Aboriginal Management Development Project offered under the Civil Service Commission, should be extended to the Department of Conservation to recruit and train 5 managers over a 3-year period. This project may be altered to fit closer to the career assignment program (CAP), by placing candidates for training within the Federal Civil Service Commission, such as Fisheries & Oceans, Forestry, etc. An aggressive search will be conducted to find 5 suitable candidates for this project and the Aboriginal Public Administration Program should be utilized to meet this objective. It will be designed to accommodate academic training (KCC), which will focus on administrative and management skills. At the same time, trainees will be assigned to work under the Regional Directors of Conservation with a rotation every 6 weeks, as well as placements in the federal system.

4.3.3 Resource Management Assistance (RMA)

This program has been in existence for a number of years and is dedicated to recruiting Aboriginal people to assist Natural Resource Officers or other staff in the

department, when they are working in Aboriginal communities. Currently, there are approximately 15 positions, which function as community liaison officers.

Notwithstanding that this program increases the Department's Aboriginal employee representation, it also provides the department with an opportunity to forge cooperative relations with Aboriginal communities. The role and presence of a Resource Management Assistant in the community is an important one, as it provides for a stabilizing influence.

Utilizing the New Careers model, contract with Anokiiwin Training Institute to design a two-year program to train the 15 people located in various northern communities, and who are already employed as Community Liaison Officers. The training package should be designed in a comprehensive manner that includes academic or classroom training as well as clearly spelled out requirements for the field training, which will be provided by the Regional Conservation Offices. This training should also focus on the environmental aspects so that the graduate acquires skills to become a generalist as a Conservation Officer with environmental monitoring skills.

4.3.4 Natural Resources Management Technology Program (KCC)

In 1999 and the spring of 2000, a total of 8 Aboriginal students have and will graduate from this program, and who may or may not have full-time employment. The Department, through its current resources, should track these graduates and find suitable employment within. In the fall of 2000, 25 candidates will be selected to take part in a two-year program offered through Keewatin Community College.

It is assumed, should program funds be available, this program will be offered again in the fall of 2001 for an additional 25 candidates. By the year 2003, a total pool of 58 trained people in the resources technology program will be available for employment.

It should be noted that it is not enough for the Department to simply wait for the graduates to complete the courses. The Department should be continually involved in meeting the students, providing current information on opportunities, and counseling towards careers with the civil service.

4.3.5 Current Aboriginal Employees

The goal of the Department is to employ an appropriate number of Aboriginal people (10% according to the Employment Equity Program) on a full-time basis. The current statistics, according to Appendix 'C', notes that on March 31, 2000, a total of 294 Aboriginal employees are recorded. This includes Fire Rangers and

Resource Management Assistants, plus other seasonal and part-time employees. Assuming that these numbers are correct, this now translates to 4% of Aboriginal people in the Department full-time.

A comprehensive review should be conducted of all Aboriginal people employed in the Department to determine their status, and to make appropriate recommendations to the Deputy Minister.

4.3.6 Field Worker Series (1-4) (as in Northern Affairs) or A Similar Program

The Department of Conservation should adopt a program for 10 Aboriginal trainees as Conservation/Environmental Officers in the 5 regional offices...Thompson, The Pas, Brandon, Gimli, and Lac du Bonnet. These are front-line workers dealing with Aboriginal issues from these offices. It is recommended that the Department adopt the field worker series, or something similar. In the Northern Affairs Department, this has proven to be an effective classification for Aboriginal employees.

4.3.7 Staff Development

The departmental staff are currently viewed as policing and enforcement personnel with little interactive, interpersonal skills, or cultural awareness. A series of 3-4 day seminars are recommended for all front line and middle management staff, with more emphasis on

education and less orientation towards compliance and enforcement.

4.3.8 Communication Strategy

The Department has made some progress in the effort of employing more Aboriginal people since the Employment Equity Program was established. In order for potential Aboriginal employees to have as much information as possible, one area that needs to be enhanced is communication. This could be accomplished by promoting the goal at various community and regional meetings. Periodic newsletters should be made available to a wide range of Aboriginal communities. Other means could include advertising through radio such as the NCI FM network.

PROGRAM	ACTION		
	2000	2001	2002
1. Aboriginal Employment Professional	Search for and find a suitable candidate to assist the regions, human resources, PSC, and external agencies to carry out the Strategy. Person Year to be found within the Department.	Ongoing →	Ongoing →
2. AMDP / CAP	With the assistance of PSC, find and select 2 candidates for this assignment.	With the assistance of PSC, find and select 2 candidates for this assignment. Find suitable employment for the first 2 candidates.	Find suitable employment for the second 2 candidates.
3. Resource Management Assistance (RMA)	Contract with Anokiiwin Training Institute to design q two-year program. Select candidates to commence training January 2001.	Classroom and field training conducted by Anokiiwin Training Institute and field training reports are provided to the Deputy Minister.	In January 2002, the training program is completed with candidates qualified as Technical Conservation Officers. Suitable employment or a contract with the local communities is established.
4. Natural Resources Management Technology Program	The 8 graduates from previous programs should be sought to determine if suitable employment could be found in the	The Department employs as many of the 25 first-year students as possible, for summer jobs.	Find suitable employment for the 25 graduates from the program. Employ students for summer jobs from the 2001 program.

	Department.		
5. Current Aboriginal Employees	Conduct a comprehensive review of all permanent Aboriginal employees in the Department. Make appropriate recommendations to the Deputy Minister.	Ongoing → This review should be conducted at least once a year.	Ongoing →
6. Field Worker Series	Recruit and commence 2-year training project for 8 Conservation / Environment Officers for the Department and classified as field workers.	On-going →	Employ the 8 graduates in the 4 regional offices.
7. Staff Development	Design a program to provide a series of 3-4 day seminars for all front line and middle management in the Department.	Ongoing →	Ongoing →
8. Communication Strategy	On an ongoing basis, a more aggressive approach is required by the Department to ensure that every opportunity being made available by the Department is conveyed to the Aboriginal communities, schools, etc.		

5. IMPLICATIONS

According to information provided as of December 31, 1999, there was a high vacancy rate of PY's in the Department. It is assumed that most of what is being recommended could be accommodated within the existing PY allotments. However, there will be additional costs for special efforts to be undertaken, such as administration costs for the Aboriginal Professional, special requirements for the AMDP / CAP, contract for the RMA, and costs associated with employing the summer students. The following costs are identified with an explanation for each of the specific projects. It is projected that this strategy will produce 62 new full-time Aboriginal employees over a 3-year period. The direct costs to the Department will be $1,360,100 or an average cost per trainee of $21,937.

R. McKenzie
May 2000

Program	PROGRAM COSTS 2000/01	2001/02	2002/03	Total
1) Aboriginal Employment Professional	19,200	39,700	41,200	**125,100**
a) Other costs...travel, etc.	5,000	10,000	10,000	
2) AMDP / CAP / APAP – 5 trainees	20,000	90,000	105,000	**209,000**
a) Travel/accommodation	15,000	30,000	30,000	
3) Resource Management Assistance (RMA)	20,000	150,000	150,000	**320,000**
4) Natural Resources Management Technology program – KCC	———	———	———	———
5) Current Aboriginal employees	30,000	20,000	10,000	**60,000**
6) Training of 10 Conservation / Environmental Officers – FW1				
a) Salaries	67,500	185,000	185,000	**460,000**
b) Travel and expenses	2,500	10,000	10,000	
7) Staff Development	10,000	20,000	20,000	**50,000**
8) Communication Strategy	30,000	15,000	10,000	**55,000**
TOTAL	**219,200**	**569,700**	**571,200**	**1,360,100**

EXPLANATION NOTES RE PROGRAM COSTS:

1. Assuming that the employee is recruited by October 1, 2000. Cost for salary and expenses calculated for ½ year.
2. The 5 resource officer trainees are recruited in late 2000 (October – December). The department pays salaries and travel while trainees are on field placement. Otherwise, trainees will qualify for training funds while in formal training institution (KCC).
3. The 15 RMA's are currently employed as community liaison officers on a seasonal basis (6 months). Therefore, funding for these positions are already in the budget. However, the cost of institutional training, as proposed by Anokiiwin is at a contract price over a 2-year period. Training allowances will be provided through Human Resources while trainees are involved in the institutional training.
4. No additional departmental costs are anticipated. Graduates are recruited within existing budgets. The majority to be recruited in 2002 and 2003, with a recruitment target of 30 new employees during this period.
5. The career assessment of current employees may identify some special training requirements to allow for career advancements, promotions, or other adjustments. A modest amount is provided over the 3-year period.
6. The field workers will be trained in both fieldwork with regional offices, and institutional training (KCC). They will

receive training from Human Resources Canada while in institutional training. The Department pays the salaries and expenses at FW1 while in field training.

7. The Department will initiate a series of staff development training programs for front line and middle management staff on interactive, interpersonal, and cultural awareness.
8. An aggressive communication strategy will be required to ensure appropriate information and consultation with Aboriginal groups and organizations.